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METHODS OF COMPILING LABOR RESOURCE BALANCES IN THE
REPUBLIC, KRAY, AND OBLAST

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- USSR -

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METHODS OF COMPILING LABOR RESOURCE BALANCES IN THE
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-USSR-

[Following is the translation of an article entitled "Metody sostavleniya balansa trudovykh resursov v respublike, kraye i oblasti" (English version above) by A. Zhukovskiy, G. Zelenskiy, and F. Kotov in Planovoye Khozyaystvo (Planned Economy), No 9, Moscow, September 1959, pages 70-77.]

The labor resources balance, being a part of the balance of the national economy, is compiled for the purpose of the statement and utilization of the sources of the labor force which is essential for the realization of the tasks indicated in the plan in terms of the volume of production and the development of cultural construction. With the aid of the balance, measures are worked out for the most rational utilization of the labor resources and their redistribution among the spheres and branches of the national economy and the regions of the country by means of the organized selection of workers and the channeling of youth into production et cet.

The labor force balances are divided into composite and simple and, according to the periods of compilation, into accounting and plan balances (i.e., long-term, current, and operational). The results of the analysis of the accounting balances constitute an important premise for the working out of the plan balances.

Together with the composite labor resource balance for the country as a whole, the territorial composite labor resource balances for the union and autonomous republics, and for the krays, oblasts, cities and rayons have great significance. The data of these balances are used in the selection of regions for the construction of new enterprises; plans for the provision of a labor force for enterprises, building projects, and organizations, and also plans for the inter-regional transfer of the labor resources, are compiled on the basis of these balances.

Perspective balances for a long period (7-10 years) and composite labor resource balances for the country as a whole and for the economic regions are compiled for long-term planning and

and for the calculations for the utilization of the cadres. With the aid of these balances measures can be worked out for the best territorial disposition of the labor resources, for the rational allocation of production and for the preparation of specialists and qualified workers according to specialty and profession in accordance with the requirements of production.

1. Basic Methodological Principles for Compiling the Composite Labor Resource Balances

The composite labor resource balance has two parts. In the first of these are the labor resources, their composition and movement, in which the population is counted separately in terms of working age, the number of older persons, and the number of teen agers. All of these categories are counted separately by town and village.

In the second part, the distribution of the labor resources by occupation is given; this includes the present, anticipated, and planned numbers of workers and employees; members of small producers' artels; students aged 16 and older who are not connected with production; the number of kolkhoz workers who are occupied in the social economy of the kolkhozes, and members of the population otherwise occupied (non-collectivized craftsmen, persons of the free professions and others).

Apart from the population of working age, (men from 16 to 59 and women from 16 to 54), older persons, (men of 60 and over, women of 55 and over) and teen agers, who are actually working are also included in the labor resources. In this way all groups of the population capable of work, who are considered in the labor resources, are counted in physical terms, that is, as well as taking into account the utilization of the workers and employees in all branches of the national economy, the occupation of the members of the small producers' artels, and of students aged sixteen and over. The labor resources of the kolkhozes must also be reckoned by these methods.

The number of the population capable of work who are occupied in domestic and personal subsidiary jobs is defined as the remaining part of the labor resources not being used in general production and in studies not related to production. The actual and anticipated activity in domestic and personal subsidiary jobs of older persons and teenagers up to sixteen are not reflected in the labor resource balances.

The number for all types of activity, except for kolkhoz workers, who are occupied in the running of the kolkhozes, is included in the average annual calculation. The activity of the kolkhoz workers is brought into the calculation for the month of maximum use of agricultural labor. Accordingly, the labor resources for all types of activity, apart from kolkhozes, are determined for 1 July, that is in the annual average, and in

the kolkhozes for the month of the greatest activity in agricultural work.

The number of workers and employees in the composite balance is introduced completely including but not being counted as the current labor account. The actual number of workers and employees counted in the labor plan is shown on the basis of the accounting data of the statistical organs and for the plan period -- on the basis of labor plan. The distribution of the number of workers and employees between town and village is made separately for each of the branches of the national economy.

The number of the kolkhoz population occupied in the communal production of the kolkhoz in the month of the greatest amount of agricultural work is introduced (into the calculation) on the basis of the data of the labor resources balance of the kolkhoz. Thus it must be considered that the entire number of persons occupied in production is shown in the labor resource balances of the kolkhozes. In the composite labor resources balance in order to avoid a second counting of one and the same persons in different types of activities it is necessary to exclude from the total of those occupied in kolkhoz production the following categories:

a) Kolkhoz workers who are students in various types of educational institutions for whom study is the chief activity. These students represent an important source for filling the seasonal labor force requirements of the kolkhozes which they do during only about one and a half months of the summer vacation;

b) Workers and employees who live in the families of kolkhoz workers and who are temporarily working in the kolkhozes in the period of the greatest activity of agricultural labor. In the composite labor resources balance these workers and employees are counted according to their permanent occupation;

c) Workers, employees, and students of the towns and villages who are temporarily taking part in the work of the kolkhozes at the period of peak agricultural work. In the composite labor resource balance these workers and employees are counted in the appropriate category (industry, construction, transport, and other branches) according to their basic occupation;

d) Workers and employees of the RTS (Tractor Repair Station) who take part in the work of the kolkhozes and who are considered in the composite balance according to their basic occupations;

e) The hired personnel of the kolkhozes are also counted in the composite labor resources balance in the number of workers and employees.

By such a method of calculation in the composite labor resource balance of the number of those occupied in the kolkhozes there will be introduced only that number of the workers for whom

labor in the kolkhoz is their basic activity. Consequently, all of those temporarily drawn into work in the kolkhozes who are permanently occupied with schooling or work in state and cooperative enterprises and institutions and also in public organizations are shown in the composite balance only according to their basic occupation.

In connection with the realization of the law on the reorganization of public education in the country, the participation in the labor of enterprises and organizations of the students of the institutions of higher learning and the trade schools, of professional-technical schools, and of secondary schools with production training must find their expression in the balance of the labor resources.

The students of the first courses of the technical schools and of the special secondary educational institutions will work at state duties and consequently will be considered as workers and employees. Therefore, it is necessary to reduce the number of students by this number (in the average annual reckoning). The students of the professional-technical schools and of the secondary schools with production training during the period of professional training in production will replace a part of the workers and therefore the total number of workers and employees prescribed by the labor plan must be reduced by the number of workers who can be replaced by students.

Free labor resources, or their lack, for meeting the needs of all of the branches of the national economy can be expressed in the composite labor resource balances of the republic, kray, and oblast. In connection with this, measures for the redistribution of the labor resources among the branches of the national economy, and town, village, and region must be foreseen in the balance. In the first place there are the possibilities of the drawing into general production of the population which is capable of labor but which is occupied in domestic and personal subsidiary employment. In the statement of the free labor resources as a whole by republic, kray, and oblast, measures are prescribed for their channeling to other regions of the country.

Together with the composite balance in the republics and oblasts the simple balances must also be worked out. These consist of the labor resources balances of the kolkhozes, the composite balance calculation for the provision of the labor force for the branches of the national economy, the balance of the labor structure of the youth, and the balance of the qualified cadres of workers and specialists.

2. Method of Compiling the Labor Resources

Balances for the Kolkhozes

The labor resources balances for the kolkhozes is compiled

for the clarification of the degree of fulfillment of the labor force requirements for kolkhoz production. Additionally, the possibility of freeing a part of the labor resources from the kolkhozes for work in industry and other fields of the national economy is determined with the aid of this balance. The labor resources balance of the kolkhozes must be computed in each region with consideration of the production-finance plans of the kolkhozes and also of the data of the annual accounts. The oblast planning organs or the state planning organizations of the republics (not having oblast divisions) compile the labor resource balances of the kolkhozes by oblast or by republic.

The labor resources balance of the kolkhozes is compiled both as an annual average calculation and for the month of maximum activity of the kolkhoz workers. In the determination of the kolkhoz labor force requirement for the month of maximum activity, special attention must be directed to the correct establishment of the volume of work for this month.

The kolkhoz labor force requirement is determined on the basis of the expenditure of labor in man-days necessary for the fulfillment of the plan for kolkhoz production which is compiled for the year and for the month of maximum activity and also with consideration of the number of days which must be worked by one kolkhoz worker on the average per year and for the month of maximum activity.

In the calculation of the labor force requirement of the kolkhozes, all of the branches of the general economy are considered. However, for the month of peak activity one must include only such work as cannot be done at any other time of year. The correct determination of the average number of days which must be worked by one kolkhoz laborer in the course of a year and during the month of peak activity is of great significance. Initially, the average number of work days for one kolkhoz worker for the accounting period must be determined. This is reckoned by the division of the total number of days spent at work per year and per month by the average number of kolkhoz workers in the course of the year and correspondingly for the month of peak activity.

In the plan period one must foresee the increase of the number of days worked by the kolkhoz laborer both per year and for the month of peak activity keeping in mind that the development of a multi-branch economy permits a more complete utilization of the labor of the kolkhoz worker throughout the year and the improvement of the organization and payment of their labor.

In the compilation of the labor resource balances of the kolkhozes, it is necessary to pay special attention to the correct determination of the means for providing the labor force requirement for the kolkhozes especially in the month of peak activity.

As a result of the analysis of the labor force requirement

of the kolkhozes the degree of provision of a labor force for the kolkhozes is determined and also the possibility of the utilization of part of the labor resources of the kolkhozes for work in industry and other branches of the national economy.

3. Method of Compiling the Composite Balance Account and the Provision of the Working Force for the Branches of the National Economy

The composite balance account, which is worked out approximately according to the scheme shown below, is compiled in order to determine the supplementary labor force requirement and the ways and means of satisfying this requirement.

Composite Calculation for Provision of the Labor Force Requirement in the Year ____ (In thousands of persons)

Indices	Total	Sovkhoz	Union, Union-Republic and Republic Ministries and Departments (According to Each Separately)	Local Soviets	Other Organizations	Kolkhozes
I. Number of workers and employees according to the plan (or calculation) per quarter, and of the kolkhoz and sovkhov workers -- for the month of peak labor force requirement in the plan year						
II. Presence of workers occupied in general production (workers and employees at the start of the plan year, and of kolkhoz workers at the beginning of the month of maximum agricultural activity)						

[Continued]

[Note: Only the "Indices" column is continued here.]

III. Increase or decrease in the number of workers (I-II)

IV. Predicted absence of workers for the following reasons:

- 1) Natural losses and departure for study not connected with production, and losses to the Soviet Army
- 2) Left the oblast, kray, republic

V. Supplementary labor force requirement (III-IV)

VI. Sources of supply:

- 1) Those who have completed professional and technical schools (including labor reserve schools)
- 2) Those who have finished secondary schools with production training
- 3) Those who have finished higher and special secondary educational institutions
- 4) Those who have finished and those who have dropped out of general-education schools, minus those who have started professional and technical schools, secondary schools with production training, secondary special and higher educational institutions
- 5) Students of the first and second courses of higher and secondary educational institutions who are channeled into work in state jobs
- 6) Possible attraction into general production of working-aged persons occupied in housework and personal employment
- 7) Increase in the activity of older persons in general production
- 8) Possible participation in agricultural work in the period of peak activity of:
 - a) Students and those attending educational institutions
 - b) Workers and employees of state enterprises and institutions
- 9) Participation in the work of enterprises, construction projects, kolkhozes, and other organizations by students of professional and technical schools and secondary schools with production training during the period of their professional training in industry (in the recount of the average annual number of workers)
- 10) Recruitment of kolkhoz workers or work in state enterprises and organizations:
 - a) For permanent work
 - b) For seasonal work (for the period coinciding with the month of maximum agricultural work)

Total of all sources

Shortage of labor force

Excess labor force

From this scheme of the composite calculation for the provision of the labor force requirement, it is clear that all of the data of this account must be compiled specifically, that is for the national economic councils (sovnarkhozes), for the ministries and departments, and for the economic entities subordinate to the local councils and to the kolkhozes. The number of workers and employees for the plan year is determined from the labor plan. The difference between the number of workers and employees at the end of a plan year and the anticipated number at the beginning of a year constitutes the increase in the size of the working force necessary for the fulfillment of the planned volume of work. In this, for the most complete account of the labor force requirement of the branches of the national economy one must take into consideration the number of workers in the quarter of their maximum requirement, and for the kolkhoz -- in the month of its peak activity of agricultural labor.

In order to determine the total supplementary labor force requirement of the branches of the national economy one must add to the increase the number of workers necessary for the replenishment of the natural loss of those who have gone off to school and to the Soviet Army. To this number it is also necessary to add compensation for the number of workers who have left the enterprises and organizations and who have gone out of the republic, kray, and oblast. The number of workers who have gone to other regions can be determined according to the data of the statistical account on the number of workers who will be leaving in connection with the termination of their labor contracts. For a more complete reckoning of the number of workers who have left the towns it is also possible to utilize the data of the statistical record of the routine movement of the urban population.

The labor force requirement of the kolkhozes is determined for the period of peak activity of agricultural labor in accordance with the balance of the labor resources of the kolkhozes. That which concerns the reckoning of the labor requirement of the national branches of the non-material spheres is determined according to the data of the appropriate departments (educational organs, public health, social economy, etc.). It is also necessary to consider the supplementary labor force requirement of the enterprises, construction projects, and organizations subordinated to the union level because the provision of their labor force requirement within the framework of organized recruitment has been charged to the Council of Ministers of the Union Republics.

The number of those who are completing the professional-technical schools, the secondary schools with production training, and also the higher and intermediate special educational institutions which are divorced from production is determined on the basis of the plans for the distribution of qualified workers and specialists. The number of youth who are finishing general education schools and who are starting on production training and work directly]

in production is determined on the basis of the balance of the labor structure of youth.

The calculations on the labor participation in enterprises of the 10th and 11th classes of the urban secondary schools with production training can be approximately determined by the following method.

About ten percent of the students of the 10th and 11th classes, we will assume, will proceed to professional training to schools and extra-school training-production workshops; 90 percent of the students according to the educational plan will continue to get production experience two days a week. Under these circumstances in the course of a school year (nine months) they will spend three months in production (9×8 days: 24 working days a month). The average fulfillment of norms for an adult worker for one student reaches approximately 80 percent so that in the course of a school year the student replaces in production the work of an adult laborer for 2.4 months ($3 \text{ months} \times 0.8$), and during a calendar year approximately 0.2 worker (2.4 months: 11.5 months).

In the calculations for profession-technical schools it must be kept in mind that in the first half of the term of training the students as a rule will be occupied in training shops and the experience in the enterprises will take place in the second half of the period of training.

The fact that the students of the trade schools and the technical institutions of higher learning during the term of training will work at state duties up to two years is one of the ways of providing a labor force for the enterprises and construction projects.

In the future when the work records of those gaining experience in production is established, the calculation of the utilization of the labor of the students in the process of professional training will be simplified and it will be possible to compute it with greater accuracy.

In the balance calculations the provision of the labor resources for the branches of the national economy must define the possible attraction of kolkhoz workers for permanent and seasonal work in industry and construction. For this it is necessary to compare the present labor force requirements of the kolkhozes with their labor force requirement both for the annual average and for the month of peak activity.

On the basis of the composite calculation for the provision of the labor force requirement for the plan year, operational plans are worked out for the providing of the enterprises and construction projects with cadres from those who have finished the professional-technical schools and the secondary schools with production training,

the secondary schools of general instruction (with the exception of those who are continuing training in educational institutions which are divorced from production), and, in the future, from the eight-year schools (with the exception of those who are continuing their education), and from the selection of workers by those very enterprises from among the number of the local population, and from the organized recruitment of workers, migrants, and the social conscription of youth.

The Gosplans of the union republics must pay particular attention to the provision of a labor force for the oblasts and krais with insufficient labor resources by foreseeing in the plan the labor force necessary for this inter-oblast and inter-republic recruitment. In the republics not having oblast divisions, and also in oblasts, krais, and the ASSRs (Autonomous Soviet Socialist Republics), these calculations are compiled on the basis of the plans of the Councils of National Economy (Sovnarkhozes), of the appropriate departments of the Executive Committees, of the enterprises, construction projects, and organizations of republic and union subordination. In this, the Councils of National Economy and the organizations must, in the first place, undertake measures for the enterprises subordinate to them for the correct utilization of the available working force, and, in the necessary cases, effect the redistribution of the working force among the enterprises.

In the solving of the problems of the best distribution of the labor resources it is necessary to take as the point of departure the provision of the working force for the enterprises and construction projects which have the most importance for the state and on the success of whose work the development of the national economy depends.

4. Method of Working Out the Balance of the Labor Structure of the Youth

As is known, at the present time youth receive professional-technical training on the basis of the unification of training with production work. In order to receive professional training a part of the youth on the completion of the eight-year school can enter directly into enterprises, construction projects, state farms, and kolkhozes and there, in the framework of individual-brigade apprenticeship or in courses, can obtain the desired specialization. In evening (shift) secondary schools for workers and rural youth, the students who are working in one of the branches of the national economy can obtain education and raise his professional qualifications.

A significant part of the urban and rural youth, before going into production, can learn a profession in the rural and urban professional-technical schools with a term of training from one to three years depending on the complexity of the desired profession. A large part of the youth after the end of the eight-year

school continue study in the secondary schools with production training where in the course of three years together with a secondary education they also obtain professional preparation. And finally, a part of the youth will be trained in trade schools and other special learning institutions.

With the aim of guaranteeing the correct utilization of youth the long term and annual plans must be worked out for professional training and for the labor structure of the youth who are finishing the eight-year general education schools, the professional-technical schools, and the secondary school with production training.

In the compilation of the long-term plan for the labor structure of youth it must be kept in mind that the reorganization of the general instruction schools and the professional schools will not be accomplished immediately but over a period of three to five years. Consequently, in the years just ahead it will also be necessary to consider in the calculations the labor structure of the youth who are finishing the tenth class of the secondary schools, and of the teen agers who are finishing the school and institutions of the labor reserves.

The plan for professional training and for the labor structure of youth is worked out on the basis of the balance calculation for the republics, krais, oblasts, regions, and individual towns for the plan period each year. In doing this it must be remembered to state the number of young men and women who may be drawn into industrial production and into labor. It is also necessary to consider the importance to the labor structure of the part of the youth who have stopped going to the general education secondary school for various reasons before finishing. This calculation is compiled approximately according to the following form. (See table on following page)

The quantity of youth who enter educational institutions after finishing the secondary general instruction schools is determined in accordance with the entrance plans of these educational institutions. However, one must consider only that part of the youth which is entering into institutions of higher education and into the technical schools from the number of those who are finishing the secondary daytime general education schools. The remaining youth, not having a profession, must be drawn into work at the enterprises, construction projects, state farms, kolkhozes, and other organizations where they will get production training in the form of individual-brigade apprenticeship and in courses.

On the basis of these calculations the assignments (jobs reserved by special order) are established for the acceptance of the youth by enterprises, construction projects, and other state organizations which are located on the territory of the republic

Balance Calculation for the Labor Structure of Youth

	All who finish training in general education schools and are subject to being drawn into industry and professional training	Of Which Enter						All youth who are entering into production and into educational institutions	
		Total	Enterprises, construction projects and organizations		Professional-technical schools (not connected with production)	Secondary schools with production training	Secondary special educational institutions not connected with production		Institutions of higher education not connected with production
			Of these						
			State enterprises, construction projects & organizations	Remain at work in kolkhozes					
1. Graduates from the 10th (11th) class									
2. Graduates from the obligatory 8-year school									
3. Graduates from secondary schools with production training									
4. Graduates from professional-technical schools (including labor reserve schools and plant and factory schools)									
5. Drop outs from the 8-10th (11th) classes of gen-									

[Continued]

[Note: Only the left hand column is continued here.]

eral education schools and from secondary schools with production training

All who fall under the labor structure and to training not connected with production

(Note: All data is filled in separately by sex, town, and village.)

(kray, oblast, and towns) independently of their subordination. The reserved assignments of the acceptance of the youth is fixed within the limits of the labor plan of these enterprises, construction projects and organizations, proceeding from their supplementary labor force requirement.

In individual cases in a given town (oblast, kray, or republic) the quota of youth who are subject to the labor structure, may exceed the supplementary labor force requirement of the enterprises, construction projects, and organizations. In these cases the planning organs must work out proposals for the channeling of a part of the youth to work in other localities and present these proposals to higher planning organs. In the event of a labor force shortage the planning organizations must work out proposals for the over-coming of this shortage through the attraction of youth from other oblasts, krays, and republics.

5. Method of Compiling the Balance of the Cadres of Qualified Workers

The balance of qualified workers is basic for the compilation of the plan for the preparation of qualified cadres, the plan for the distribution of prepared workers and for the plan for raising of the qualifications of the workers who are employed in the national economy.

The complicating factor in planning the preparation of qualified workers lies in that the plan for the preparation of workers by professions must proceed from the requirement for workers for workers of a given profession in the period when they will finish their training. Thus in the compilation at the end of 1959 of the plan for adoption in 1960 for professions with a three-year term of training, it is necessary to proceed from the requirement for workers of this or that profession which is anticipated for 1963, that is, the year of graduation from the educational institutions.

The long term balance of the cadres of qualified workers is compiled approximately according to the following form. (See table on following page)

Long-Term Balance of Cadres of Qualified Workers

	Actual number at the end of 1959	Number according to the plan (computed) for 1963	Supplementary requirements			In training, to graduate 1960-1962		Possible training directly in industry for 1960-1963	Preparation Required			
			Increase in number	Replacement of losses	Total	At schools with production training	At professional-technical schools		In schools with production training	In professional & technical schools		
										With 3-year term	With 2-year term	With annual term
Total persons employed in the general economy (excluding specialists)												
Of which are in kolkhozes:												
I. Qualified workers												
Of which are employed in kolkhozes												
Total number of qualified workers by profession:												
1) Lathe operators												
Of which are in kolkhozes												
2) Metal workers												
Of which are in kolkhozes												
3) Tractor driver-mechanics												
Of which are in kolkhozes												
II. Unqualified workers												
Of which are in kolkhozes												

This balance must be worked out on the basis of data received directly from the enterprises, construction projects, and organizations. The balance must include the entire number of workers in the national economy, with the exception of specialists with higher and secondary special education, the need for whom is determined on the basis of the balance of specialists.

In the compilation of the balance of the cadres of qualified

workers, special significance is had by the correct determination of the number of qualified workers in each profession in the year of graduation of the students, that is, in our example, in 1963. In the presence of the long-term plan of the enterprises and construction projects this task is considerably simplified. The determination of the number of workers of the appropriate professions must be made on the basis of the latest accounting data on the proportion of workers with a consideration of those displacements which will occur in the professional and qualificational composition of the workers. These changes must follow from the measures specified in the Seven-Year Plan for the mechanization and automation of production processes, in the changes of nomenclature of the articles produced, the structure of the sown areas in the kolkhozes and sovkhoses, and from other measures which influence modifications in the professional and qualificational composition of the workers.

The supplementary requirement for the replenishment of losses must be determined on the basis of the analysis of census data for the last three years.

In determining the means of providing the supplementary requirement of qualified workers it must be kept in mind that qualified cadres from secondary schools with production training and also from professional-technical schools will be graduating in the course of the next three years. The number of graduates who enter special secondary and higher educational institutions must be excluded from the total number of those who are finishing secondary schools with production training during these three years.

In addition, the possibility must be determined of preparing workers over the course of four years directly in production, where workers for professions not requiring lengthy terms of training can be trained.

The balance calculation of the qualified cadres which is worked out for the coming plan year is the plan document which provides the basis for the plans for the distribution of those who are finishing professional-technical schools, the secondary schools with production training, and also plans for the preparation of workers directly in production and the improvement of qualifications.

The data of the enterprises and organizations on the requirement for qualified workers who are being prepared in boarding schools are totaled by rayons, oblasts, and republics, and are fundamental for the compilation of the plan for distribution of young workers who are finishing the secondary schools with production training and the professional-technical schools.